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July 1, 1944 to June 30, 1945

The Commonwealth of Massachusetts

Mass.: STATE PLANNING BOARD

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To the Honorable Senate and House of
Representatives in General Court Assembled:

The Massachusetts State Planning Board herewith submits its report for the fiscal year ending June 30, 1945.

The membership of the Board was subjected to several changes during the current year. Richard H. Edwards of Boston was appointed to fill the unexpired term of Frederic H. Fay, whose death at the close of the last fiscal year was recorded in the previous annual report. George C. Hadley, who served as a member of the Board from October 1943, was obliged to resign in November 1944 because of ill health. Mr. Hadley had been the Secretary of the North Adams Planning Board for a number of years. He had done outstanding work in that capacity and was thoroughly familiar with his section of the State. During his limited tenure of office with the State Planning Board he made an important contribution to its work. John L. Robbins of Great Barrington was appointed to fill Mr. Hadley's unexpired term.

Following the death on April 22, 1945 of Eugene C. Hultman, William C. Morrissey, Chairman of the Metropolitan District Commission, became a member of the Board. From 1941, when the Division of Metropolitan Planning was transferred by Legislative Act to the Planning Board, Mr. Hultman had been an active, helpful and faithful member. Appropriate resolutions were adopted by the Board on his death.

During May of this year, the term of Raymond J. Kenney as Commissioner of Conservation expired. This automatically terminated his membership on the Board where he had rendered efficient and constructive service since 1940. He was succeeded by Archibald K. Sloper who has had long experience in the field of conservation.

Frank W. Howard, whose term of office expired on September 18, 1944, was reappointed for a six-year term. With the exception of one change, due to retirement, the office staff remained the same as in the preceding year.

REGIONAL PLANNING

Massachusetts Bay and Environs

Many maps have been prepared covering this region including population distribution and change; assessed valuations; proposed highway program; railroad and proposed rapid transit extensions; existing and proposed airports; existing and proposed institutions (public works program); water supplies; sewer systems; retail trade; ratio of insured employees to population; payrolls of insured employees; proportion of insured employees in manufacture; industrial changes 1929-1939; housing tenure; equivalent rents; stream classification for fishing, etc. It is the intention of the Board that all of this material will be eventually compiled and distributed in the form of a comprehensive report covering the region. The first section of the report will be an Airport Program for the area. This, it is expected, will be issued within a short time.

LAND

A study of forested areas in the State was made. The objective of this study was the determination of the area of the State in forest land. Previous estimates had placed the amount of forest area at about 60 per cent of the total area of the State. It now appears that about 66 per cent of the State or 3,300,000 acres are in forest land. This is due to area that had formerly been pasture land being permitted to grow to woodland.

A survey is in progress of the areas owned in the State by Federal, State and County governments and public and semi-public agencies in order to determine the amount of land not presently in taxation.

TRANSPORT

Highways

Three members of the staff have continued to meet during the year with the Engineers Committee which was formed to advise the Recess Commission on Post-War Highways in developing and recommending a plan for traffic relief in the metropolitan area. This committee includes representatives of the State Planning Board, the Massachusetts Department of Public Works, the Metropolitan District Commission, the Boston City Planning Board, the Boston Department of Public Works and the Boston Traffic Commission.

Projects have been studied and tentative plans prepared for the Central Artery through Boston proper and for the proposed highway from the Sumner Tunnel to the McLellan Highway in East Boston with adequate interchange to and from the Logan International Airport.

A state highway development program is being prepared by the Post-War Highway Commission, with whom the Board is working in close cooperation. This program is to be executed in the postwar era. Little highway construction or reconstruction has occurred during this year other than access roads to military and industrial property.

Airports and Aviation

Many conferences have been held pertaining to aviation and the need for airport development in the postwar era. Studies have been made and maps prepared showing existing and proposed airports in order that the State may be adequately served both as to safety and convenience of air travel.

Rapid Transit

The Board has continued its cooperation with the Metropolitan Transit Recess Commission by furnishing plans and estimates in its possession of proposed rapid transit extensions previously studied. At the request of the Commission a complete set of study plans and estimates was prepared for a proposed extension of the East Boston rapid transit route from Maverick Square to Lynn. The route as proposed would follow, in part, the abandoned location of the Boston, Revere Beach and Lynn Railroad and from West Lynn to Lynn would occupy a portion of the Boston and Maine Railroad right-of-way.

Municipal Parking Lots

From data compiled from questionnaires sent to the seventy-eight municipalities of over 10,000 population, the Board prepared a report setting forth the status of municipally controlled parking lots in the State. Published under the title "To Park or Not to Park", the report summarized the locations, types and capacities of publicly operated parking lots.

WATER

Flood Control

The flood control program proposed for the Connecticut River and its tributaries and for other lesser streams in New England and Massachusetts in particular was interrupted by the war.

The Knightville Dam and Reservoir at Huntington on the Westfield River and the Birch Hill Dam and Reservoir at Winchendon on the Millers River have been completed.

The Federal flood control act as amended in 1944 and the rivers and harbors act as it was amended in 1945 declared it to be the policy of the Congress to recognize the interests and rights of the states in determining the development of the watersheds within their borders and that the relation of the chief of engineers with any state in connection with this work shall be with the governor of the state, or such official or agency of the state as the governor may designate. Acting in accordance with these provisions, the Governor, under date of March 20, 1945, designated the Chairman of the State Planning Board as the official representative of the Commonwealth to handle for him matters in connection with flood control and navigation investigations.

This, in effect, is in harmony with Chapter 278 of the Acts of 1936 which authorizes the State Planning Board to meet with commissioners or individuals designated by the other New England states, the State of New York and the Federal Government for the purpose of negotiating compacts to regulate matters relating to the development and improvement of any of the natural waterways within the boundaries of said states, including the elimination of pollution and the carrying out of public works on the banks thereof.

In accordance with the above designation, several conferences have been held with representatives of the United States Army Engineers' office and basic material is being assembled in order that the work may be expedited when circumstances permit a renewal of activity on flood control matters.

To assist the Board in this work the Chairman has appointed a committee on Water Resources consisting of the following members:

Director of the Division of Waterways of the Department
of Public Works

Chief Engineer of the Metropolitan District Water Supply
Commission

Director of the Division of Sanitary Engineering of the
Department of Public Health

Director of the Division of Forestry of the Department
of Conservation

Member of the Commission on Interstate Cooperation

COMMUNITY PLANNING

During the past year, as previously, the Board continued its local planning advisory program, furnishing information, encouragement and advice to all municipalities whether or not they had an official planning board, or a zoning committee.

In this connection several hundred requests for information and advice were received and answered. These requests were nearly equally divided between those concerning zoning matters and those concerning planning matters, the latter relating particularly to master plans and subdivision control. Also advice was given on numerous specific questions, such as acceptance of streets, preparation of town maps and the adoption of building codes. In addition, a number of field trips were made to various municipalities to meet with local officials or civic groups to discuss planning or zoning. Due to traffic restrictions, the number of these trips was somewhat less than in pre-war years.

Because of the necessity for continued economy in paper and supplies, the Board published only one issue of "A Planning Forum". This issue was devoted to statistics on local planning and zoning activity in Massachusetts. It also contained a directory of local planning board personnel.

There are at the present time 159 local planning boards in the state, representing over 90 per cent of the population and 117 zoned communities, representing over 82 per cent of the population. Only 8.25 per cent of the total population of the State live in a community having neither a planning board nor zoning regulations.

INDUSTRY

Studies of the Industrial Division during the year continued to be concentrated upon the war and postwar reactions of individual Massachusetts industries and the areas in which they are located, particularly with regard to employment. Records of numbers employed and value of product, by industries, since 1916 furnished a background of information by which to anticipate probable trends following the war.

While in the main, these studies were made for the information of the Board, they were of assistance in providing information requested by many inquirers. Especial attention was given to prospective trends in retail distribution. Index figures of the consumer buying power in each Massachusetts city and town were compiled, using as principal criteria the size of population and the average residential rental value. These tables were published and distributed in January, 1945.

The Division on numerous occasions cooperated with other governmental agencies in their specific war work. It provided surveys for the committee on paper salvage, made estimates of prospective housing needs, a study of prospective labor supply in skilled building crafts, and an inquiry from the War Production Board as to the employment for workers released from munitions production.

To keep the public informed as to the current trend of business in Massachusetts specifically, the Board's index of industrial activity is published each month. It includes as component factors the index of industrial employ-

ment issued by the Department of Labor and Industries, the floor area of new building construction, consumption of electric current, pairs of shoes manufactured, and cotton textile mill activity, thus serving in a general way as a reflector of the entire business of the State.

With the same purpose of interesting the people of the Commonwealth in their own State, the staff also issues each week a page of miscellaneous facts entitled "Do You Know Massachusetts?" which is regularly published by about fifty local newspapers. In addition to matters of general or historic interest, each release includes a reference to some specific planning or zoning activity. The release is used by some 400 school teachers in the State as a source of information and suggestions of topics for class discussion.

LEGISLATION

As indicated in the statement which accompanied its recommendations to the Legislature of 1945, the Board made no attempt at far-reaching recommendations for the reason that it had been actively engaged with other agencies whose duty it was to prepare comprehensive plans of highway and rapid transit development. The Board did feel, however, that the magnitude and importance of the Logan airport development warranted special treatment of both its highway and rapid transit approaches. Accordingly it recommended that a highway connection be made by the Department of Public Works from the northerly end of the Sumner Tunnel to the McLellan Highway with the necessary highway connection to the Airport, with grade separations and proper interchange facilities provided where necessary. As a result of conferences between this Board and the Post-War Highway Commission, the Commission decided to initiate the project without specific legislative authorization. It therefore instructed the Department of Public Works to proceed with the preparation of plans and construction of the project.

The Board's rapid transit recommendation provided for the extension of the East Boston tunnel rapid transit route from its present terminus near Maverick Square to a point at or near Day Square, the route to be in part subway and part on the surface or by elevated as might be determined by the Boston Transit Department and the Metropolitan Transit Recess Commission. This recommendation has been favorably reported by the Legislative Committee on Municipal Finance and appears to be on its way to enactment at the present time.

The third recommendation of the Board concerned the development of air transportation facilities in Boston. The Board felt that the protection of and from planes in their approach to and departure from the airports warranted a thorough study and possibly a complete revision of the act adopted in 1939, Chapter 412, regulating the height of buildings within a certain area of the airport. It recommended that the study be made by a special commission consisting of one person appointed by the Governor, the Chairman of the State Planning Board, the Commissioner of Public Works, the Chairman of the Massachusetts Aeronautics Commission and the Chairman of the Boston City Planning Board. This recommendation was accepted by the Committee on Mercantile Affairs of the Legislature but was rejected by the Committee on Ways and Means.

To correct a situation which the Board was convinced led to confusion and duplication of authority, it recommended that original jurisdiction over the validity and extent of municipal zoning ordinances, bylaws and regulations be vested exclusively in the Superior Court. The Board argued that inasmuch as the zoning enabling act provides that the Superior Court in equity shall have jurisdiction to enforce the provisions of any ordinances or bylaws made thereunder, the further permission in Chapter 263 of the Acts of 1934, to bring a petition in the Land Court to determine the validity of such ordinances or bylaws, is unnecessary. This recommendation, however, was not accepted by the Legislature.

COOPERATION

The Board participated in an exhibition of Postwar Planning sponsored by public and private organizations. The exhibition, which was entitled "Greater Boston Looks Ahead", was held at the Museum of Fine Arts in Boston from January 20 to February 18 inclusive. The Chairman of this Board was a member of the committee on arrangements and served as a member of a panel discussion on "Community Planning" held in connection with the exhibition. The popularity of the exhibit was attested by the large attendance of the public, which over a five-week period was five times greater than for the corresponding period in the preceding year.

As indicated in the last annual report, as a result of a joint study of the handicraft situation by the Commissioner of Education and the Chairman of the State Planning Board, legislation was enacted to promote the handicraft program in this State. As an aid to this program an Advisory Committee on Handicrafts was set up in the Department of Education. The Chairman served as a member of this committee.

The Chairman serves as a member of the Massachusetts Committee on Interstate Cooperation, as provided by legislative act, and in this connection is chairman of the sub-committee on water resources and a member of the following sub-committees: post-war; agriculture; conservation; and interstate waterways. In her ex-officio capacity on this Commission, the Chairman attended the September 1944 Atlantic City meeting of the Council of State Governments and addressed the group on Natural Resources and Public Works.

The Chairman continued to serve as a member of the Emergency Public Works Commission as provided by Chapter 517 of the Acts of 1943, and through members of the staff has cooperated in a variety of technical investigations and studies.

At the suggestion of His Excellency, the Governor, the State Committee on Recreation, which was established within the Committee on Public Safety, and on which the Chairman had served since its inception, was reorganized and given a small appropriation. The Chairman served as the representative of the State Planning Board on the reorganized committee, which was composed of representatives of State departments having some relationship to the recreation field, representatives of state-wide organizations having an interest in recreation, and individuals interested in recreation. The committee sponsored a bill for the creation of a State Recreation Board. This was known as House Bill No. 435 of 1945. It passed the House, but upon recommendation of the Senate Ways and Means Committee, the matter was referred for further study to the special commission studying the establishment of the Department of Commerce.

The Chairman served as a member of the special commission created by Chapter 50 of the Resolves of 1943 to inquire into the problem of housing, particularly with reference to the laws of the Commonwealth relating to the construction, maintenance and use of places used for human habitation with a view to revising and perfecting the same. The commission's report to the Legislature was published as House Document No. 4 of 1945. The entire matter was reviewed and it was concluded that the statutes now in force, and particularly the zoning law, adequately cover the regulation of the use of buildings for human habitation, but do not adequately cover the maintenance of such buildings. The commission accompanied its report with a recommendation for legislation to supply this need. The measure, however, failed of passage.

The Chairman has continued to serve as a member of the Greater Boston Development Committee which was organized to further the coordinated development and construction of a program of improvements for the Boston region, working with and through existing established agencies of government and private organizations.

A group of individuals interested in the betterment of Boston sponsored what was known as the Metropolitan Boston Contest. Winning plans were published and this Board met with the sponsors of the contest to consider the plans and assist in their promotion. As a result of conferences with the Governor, the Chairman was designated to act with the Chairman of the Boston Contest to arrange a meeting of mayors, chairmen of selectmen and other officials in the forty-three cities and towns of the Boston Metropolitan District for the purpose of discussing the proposals of the Boston Contest winners.

Cooperation was continued with the Committee on Public Safety and what is known as a Disaster Control Plan for Traffic has been worked out and accepted by vote of the Police Chiefs' Association.

Studies and maps were prepared and a report was made to the Emergency Public Works Commission on areas and valuations of Beacon Hill properties to aid in locating feasible sites for a new State Office Building.

A map of the proposed Parker River National Wild Life Refuge was prepared for the Commissioner of Conservation.

Conferences have been held with out-of-state officials on coordination of activities.

Service contacts with individuals have been numerous.

MAPS

In accordance with the established policy of the Board, maps have been supplied to Federal, State and municipal agencies and to individuals at prices sufficient to pay cost of printing, handling and mailing.

With the removal of wartime restrictions, the demand for maps has increased. The greatest demand has been for the land use series of maps published for all cities and towns in the Commonwealth with the exception of Suffolk, Dukes and Nantucket Counties. Each set is composed of five maps: land utilization, soil classification, roads and buildings, roads and waterways, and topography.

Sales of the 1" = 2000' map of Metropolitan Boston have also continued. There is no commercially published map of comparable area.

The outline map of the Commonwealth, entitled "Cities, Towns and Counties in Massachusetts" has also had wide distribution. This map is available in three scales.

The United States Geological Survey is continuing the publication of geological plates of the new seven and one-half minute series. The eastern part of the State is entirely covered. Of the one hundred and eighty-seven plates for the State, about one hundred and thirty are now available in final or preliminary editions.

The United States Geological Survey publishes no detailed index map of these plates. To meet the demand for such an index, the Board has prepared an index map of the Commonwealth showing municipal and county boundaries and the limits of each plate and a designation as to availability. These geological survey plates have been used by one or more communities as a basis for the preparation of large scale maps. An accurate map of a community is a most effective tool with which to implement planning or zoning studies. In preparation and soon to be made available to municipalities is a report on a method of preparing city or town maps from the United States geological plates.

The following is a statement of appropriations and expenditures for the fiscal year - July 1, 1944 to June 30, 1945:

	<u>Appropriation</u>	<u>Expenditures</u>	<u>Balance</u>
Personal Services	\$ 46,240.00	\$ 45,927.43	\$ 312.57
Expenses	9,500.00	9,025.21	474.79

Departmental Income 214.02

Financial Statement Verified
July 16, 1946

By J. D. MacDonald
For the Comptroller

Approved for Publishing
Fred A. Mencowicz
Comptroller

Respectfully submitted

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